

# **Assessment Engineer's Report**

# NORTH PARK MAINTENANCE ASSESSMENT DISTRICT

**Annual Update for Fiscal Year 2009** 

under the provisions of the

San Diego Maintenance Assessment District Ordinance of the San Diego Municipal Code

and

Landscaping & Lighting Act of 1972 of the California Streets & Highways Code

Prepared For City of San Diego, California

**Prepared By** 

**Boyle Engineering Corporation** 

7807 Convoy Court, Suite 200 San Diego, CA 92111 (858) 268-8080

**June 2008** 

# CITY OF SAN DIEGO

#### **Mayor**

Jerry Sanders

#### **City Council Members**

Scott Peters Brian Maienschein
District 1 (Council President) District 5

Kevin Faulconer Donna Frye
District 2 District 6

Toni Atkins Jim Madaffer

District 7 (Council President Pro Tem)

Anthony Young Ben Hueso
District 4 District 8

### **City Attorney**

Michael Aguirre

# **Chief Operating Officer**

Jay Goldstone

### **City Clerk**

Elizabeth Maland

#### **Independent Budget Analyst**

Andrea Tevlin

# **City Engineer**

Afshin Oskoui

# **Assessment Engineer**

Boyle Engineering Corporation

# **Table of Contents**

Assessment Engineer's Report North Park Maintenance Assessment District

### **EXHIBITS**

Exhibit A: Boundary Map

Exhibit B: Estimated Annual Expenses, Revenues & Reserves

Exhibit C: Assessment Roll

#### **Preamble**

Pursuant to the provisions of the "San Diego Maintenance Assessment District Ordinance" (being Division 2, Article 5, Chapter VI beginning at Section 65.0201 of the San Diego Municipal Code), provisions of the "Landscaping and Lighting Act of 1972" (being Part 2 of Division 15 of the California Streets and Highways Code), applicable provisions of "Proposition 218" (being Article XIIID of the California Constitution), and provisions of the "Proposition 218 Omnibus Implementation Act" (being California Senate Bill 919) (the aforementioned provisions are hereinafter referred to collectively as "Assessment Law"), in connection with the proceedings for the NORTH PARK MAINTENANCE ASSESSMENT DISTRICT (hereinafter referred to as "District"), BOYLE ENGINEERING CORPORATION, as Assessment Engineer to the City of San Diego for these proceedings, submits herewith this report for the District as required by California Streets and Highways Code Section 22565.

FINAL APPROVAL, BY RESOLU	UTION NO
ADOPTED BY THE CITY COUN	CIL OF THE CITY OF SAN
DIEGO, COUNTY OF SAN DIEG	O, CALIFORNIA, ON THE
DAY OF	, 2008.

Elizabeth Maland, CITY CLERK CITY OF SAN DIEGO STATE OF CALIFORNIA

# **Executive Summary**

**Project:** North Park

Maintenance Assessment District

**Apportionment Method:** Equivalent Benefit Unit (EBU)

	FY 2008 FY 2009 (1)		Maximum (2) Authorized	
<b>Total Parcels Assessed:</b>	8,964	9,194		
<b>Total Estimated Assessment:</b>	\$333,501	\$333,734		
<b>Total Number of EBUs:</b>	17,840.91	17,853.41		
Assessment per EBU:	\$18.69	\$18.69	\$20.48 (3)	

<sup>(1)</sup> FY 2009 is the City's Fiscal Year 2009, which begins July 1, 2008 and ends June 30, 2009. Total Parcels Assessed, Total Estimated Assessment, and Total Number of EBUs may vary from prior fiscal year values due to parcel changes and/or land use re-classifications.

**Proposition 218 Compliance:** The District, originally formed in April 1996,

was re-engineered in Fiscal Year 1999 for compliance with Proposition 218. By a ballot proceeding, majority property owners (61.5% of the weighted vote) approved Fiscal Year 1999 assessments, maximum authorized assessments for subsequent years, and provisions for annual cost-indexing.

**Annual Cost-Indexing:** The maximum authorized assessment rate has

been increased based on approved annual cost-

indexing provisions.

**Bonds:** No bonds will be issued in connection with this

District.

<sup>(2)</sup> Maximum authorized annual amounts subject to cost-indexing provisions as set forth in this Assessment Engineer's Report.

<sup>(3)</sup> Prior year's maximum authorized annual assessment increased by cost-indexing factor of 2.25%.

# **Background**

The North Park Maintenance Assessment District (District) was originally established in April 1996, and assessments were levied for Fiscal Year 1997. The District boundary, the parcels included, and the method of apportionment were reviewed in May 1997 for the purpose of compliance with Proposition 218. Through consultation with engineering and legal consultants, and with concurrence of City staff and City Council, it was determined that assessments would not be levied for Fiscal Year 1998. The District's maintenance operations continued to be funded from available reserve funds through Fiscal Year 1998.

The District was re-engineered in 1998 for compliance with Proposition 218, with provisions for additional improvements to be maintained and provided by the District. These additional improvements, as determined through a process of community participation and input, resulting in the scope of maintenance and capital improvements described in subsequent sections of this report.

By a mail ballot proceeding, property owners approved the reengineering with 61.5% of weighted votes supporting the proposed assessments. The Assessment Engineer's Report, preliminarily accepted by Resolution Number R-290012 on May 4, 1998, proposed Fiscal Year 1999 assessments, maximum authorized assessments for subsequent years, and provisions for annual cost-indexing of the maximum authorized assessments.

The original purpose of the District was, and still is, to maintain and provide specified landscape and lighting improvements within the District boundaries.

# **District Proceedings for Fiscal Year 2009**

This District is authorized and administered under the provisions of the "San Diego Maintenance Assessment District Ordinance" (being Division 2, Article 5, Chapter VI beginning at Section 65.0201 of the San Diego Municipal Code), provisions of the "Landscaping and Lighting Act of 1972" (being Part 2 of Division 15 of the California Streets and Highways Code), applicable provisions of "Proposition 218" (being Article XIIID of the California Constitution), and

provisions of the "Proposition 218 Omnibus Implementation Act" (being California Senate Bill 919) (the aforementioned provisions are hereinafter referred to collectively as "Assessment Law"). This report has been prepared in compliance with Assessment Law.

The purpose of the proposed proceedings and this Assessment Engineer's Report is to update the District budget and assessments for Fiscal Year 2009. The Fiscal Year 2009 assessments proposed within this Assessment Engineer's Report are equal to or less than the maximum authorized assessment. Therefore, the vote requirements of Section 4 of Article XIIID do not apply to these proceedings.

A public hearing will be scheduled where public testimony will be heard by the Council, and the Council may, at its discretion, adopt a resolution ordering the levying of the proposed assessments.

#### **Bond Declaration**

No bonds will be issued in connection with this District.

# **District Boundary**

The Boundary Map and Assessment Diagram for the District are on file in the Maintenance Assessment Districts section of the Park and Recreation Department of the City of San Diego and by reference are made a part of this report. The Boundary Map and Assessment Diagram for the District are available for public inspection during normal business hours. A reduced copy of the Boundary Map is included as Exhibit A.

# **Project Description**

The projects to be funded by the proposed assessments include both capital improvement projects and maintenance of existing improvements. The improvements to be provided and maintained generally consist of street lighting, median and right-of-way landscaping, streetscape, community identification signs, and cleaning and repair of sidewalks along the major streets in the District. The approximate locations of these improvements are shown on Exhibit A.

New capital improvements to be provided shall be as described herein. The improvements and services provided by the District will be

maintained in accordance with specifications and contracts on file with the Park and Recreation Department. These documents are available for public inspection during normal business hours.

#### **Capital Improvements**

Provisions of the following new capital improvements are to be funded:

- Installation of new mid-block street lights.
- ◆ Planting of new street trees, including concrete sidewalk cuts, tree grates, standpipes, and related appurtenances along corridors.
- ◆ Design and construction of a streetscape and art project along 30<sup>th</sup> Street at Switzer Canyon, with construction costs to be supplemented by other sources (Switzer Bridge Enhancement Project).

#### **Maintenance**

Maintenance of the following improvements is to be funded:

- ◆ Operations, maintenance, and energy costs for existing street lights on University Avenue, 30th Street, Dale/Upas Streets, and 32<sup>nd</sup> Street from University Avenue to Upas Street.
- Maintenance of landscaped medians along El Cajon Boulevard.
- ♦ Maintenance of streetscape improvements along 30<sup>th</sup> Street, University Avenue, North Park Way, and El Cajon Boulevard.
- Cleaning, maintenance, and energy costs for community identification signs, on El Cajon Boulevard and University Avenue.
- ◆ Street cleaning along 30<sup>th</sup> Street, University Avenue, and El Cajon Boulevard.
- ♦ Sidewalk steam cleaning along University Avenue and 30<sup>th</sup> Street.
- ♦ Maintenance of newly planted street trees, each for a three-year establishment period after planting, including new trees to be planted using District funds, as described above under "Capital Improvements," and new trees to be planted using funds other than the District's.
- Maintenance and trimming of existing street trees depicted in Exhibit A at a level less than that described for new street trees.

- Maintenance of the Switzer Bridge Enhancement Project described above under "Capital Improvements."
- ◆ Maintenance of streetscape and rights of way along Boundary Street between North Park Way and Monroe Avenue.
- ◆ Partial funding of miscellaneous sidewalk repairs throughout the District in collaboration with affected property owners, through a rebate program as follows: 50% City Street Division, 25% infrastructure funds, 12.5% maintenance assessment district, and 12.5% property owner.

# **Separation of General and Special Benefits**

Consistent with City policy for the public at large, the City will provide the District with annual contributions from the Gas Tax Fund for median maintenance (31.89¢ per square foot of landscaped median). In addition, the City will contribute for lighting maintenance and energy costs an amount equivalent to that used for City minimum required streetlights (see City Council Policy 200-18 for lighting standards). These cost allocations, reviewed and adjusted annually by the City, are considered to be "general benefits" administered by the District. All other maintenance, operations, and administration costs associated with the District, which exceed the City's contribution to the public at large, are accordingly considered to be "special benefits" funded by the District.

#### **Cost Estimate**

#### **Estimated Costs**

Estimated Fiscal Year 2009 annual expenses, revenues, reserves, and assessments (provided by the City) are included as Exhibit B hereto.

#### **Annual Cost-Indexing**

With the passage of Proposition 218, any proposed increase in assessments must be placed for approval before the property owners by a mail ballot and a public hearing process, similar to these proceedings. A majority of ballots received must be affirmative for the City Council to confirm and levy the increased assessments. For small assessment districts or districts with relatively low dollar assessments,

the cost of an engineer's report, balloting, and the public hearing process can potentially exceed the total cost of the increase. These incidental costs of the proceedings can be added to the assessments, resulting in even higher assessments.

Indexing assessments annually to the San Diego Consumer Price Index for Urban Consumers (SDCPI-U), as approved by the District property owners in Fiscal Year 1999, allows for minor increases for normal maintenance and operating cost escalation without incurring the costs of the Proposition 218 ballot proceedings. Any significant change in the assessment initiated by an increase in service provided or other significant changes to the District would still require the Proposition 218 proceedings and property owner approval.

The maximum authorized assessment established in the Fiscal Year 1999 proceedings are authorized to be indexed (increased or decreased) annually by the factor published in the SDCPI-U. The maximum authorized assessment rates contained within this Assessment Engineer's Report have been indexed in accordance with these cost-indexing provisions.

# **Method of Apportionment**

#### **Estimated Benefit of Improvements**

The improvements to be maintained and provided by the North Park Maintenance Assessment District are specified in the "Project Description" section above. In general, the improvements consist of street lighting, median and right-of-way landscaping, streetscape, community identification signs, and cleaning and repair of sidewalks along the major streets in the District. The improvements lie along the primary access routes used for inter-community and intra-community trips. Parcels within the District benefit from the improvements in terms of enhanced public safety, community image, and aesthetics.

# **Apportionment Methodology**

The total cost for maintaining and providing the improvements funded by the District will be assessed to the various parcels in proportion to the estimated Equivalent Benefit Units (EBUs) assigned to a parcel, in relationship to the total EBUs of all the parcels in the District. EBUs for each parcel have been determined as a function of three factors: Parcel Acreage or Number of Dwelling Units, a Land Use Factor, and a Benefit Factor, related as shown in the following equation:

EBUs = (Acres or Units) x Land Use Factor x Benefit Factor

Each of these factors is discussed below. Parcels determined to receive no benefit from maintenance of the District improvements have been assigned zero (0) EBUs.

#### Land Use Factor

The improvements to be maintained and provided by the District are primarily associated with the Transportation Element of the General and Community Plans. Accordingly, trip generation rates for various land use categories (as previously established by the City's Transportation Planning Section) have been used as the primary basis for the development of Land Use Factors. While these trip generation rates strictly address only vehicular trips, they are also considered to approximately reflect relative trip generation for other modes of transportation (e.g., pedestrian trips, bicycle trips, etc.), and are considered the best available information for these other transportation modes.

The special benefits of street lighting and landscape improvements maintained and provided by the District are linked to trip generation primarily by the public safety and aesthetic enhancement enjoyed by travelers through the community. Trip generation rates provide the required nexus and basis for assigning ratios of maximum potential benefit to the various land use/zoning classifications as defined by the City's Municipal Code.

Land use/zoning classifications have been grouped with averaged trip generation rates assigned to establish the Land Use as shown in Table 1.

**TABLE 1: Land Use Factors** 

Land Use/Zoning	Code Land Use Factor		
Residential – Single Family (detached)	SFD	1.0 per dwelling unit	
Residential – Condominium	CND	0.7 per dwelling unit	
Residential – Duplex	DUP	0.7 per dwelling unit	
Residential – Multi-Family & Apartment	MFR	0.7 per dwelling unit	
Church & House of Worship	CRH	2.8 per acre	
Commercial – Office & Retail	COM	45.0 per acre	
Educational – Primary & Secondary	EPS	5.0 per acre	
Fire/Police Station	FPS	15.0 per acre	
Industrial & Institutional	IND	15.0 per acre	
Library	LIB	40.0 per acre	
Open Space (designated)	OSP	0.0 per acre	
Park – Developed	PKD	5.0 per acre	
Street/Roadway	STR	0.0 per acre	
Undevelopable	UND	0.0 per acre	
Utility Facility	UTL	3.0 per acre	

Designated Open Space serves primarily to preserve natural landscape and habitat. While access for study and passive recreation is sometimes permitted, these activities are usually allowed only to the limited extent consistent with the primary purpose of natural preservation. Since this land is essentially "unused" in the customary terms of land use (which relate to human use, not use by nature), the trip generation rate is zero. Therefore, the designated Open Space receives no benefit from the Transportation Element and has been assigned a Land Use Factor of zero.

While those traveling streets and roadways enjoy the improvements maintained by the District during their travel, the actual benefit of this enjoyment accrues to the lands at the origins and destinations of their trips, not to the lands of the streets and roadways, themselves. Accordingly, the Street/Roadway category receives no benefit and has been assigned a Land Use Factor of zero.

Proportional to vehicle trip generation per the City's Transportation Element. For vacant properties zoned residential, benefit units were estimated based on allowable density.

#### Benefit Factor

The Land Use Factor described above reflects the relative intensity of use (or potential use) of the various parcels of land to be assessed. It does not address the relationship of this use to the specific improvements to be maintained and provided by the District. This relationship is reflected in the Benefit Factor utilized in the assessment methodology.

In determining the Benefit Factor for each land use category, the subcomponents of the benefits of District improvements considered may include some or all of the following: public safety, view corridors, aesthetics, enhancement of community identity, drainage corridors, and recreational potential. These are the components used for this District: public safety and aesthetics/community identity.

As Benefit Factors and their subcomponents are intended to reflect the particular relationships between specific land uses within a district and the specific improvements maintained by the district, Benefit Factors will generally vary from one district to another, based on the specific character and nature of the applicable land uses and improvements maintained.

For a given land use, the composite Benefit Factor is equal to the sum of the subcomponent values. If a land use category receives no benefit from a subcomponent, then a value of zero is assigned to that subcomponent. A composite Benefit Factor of 1.0 indicates that full benefit is received. A decimal fraction indicates that less than full benefit is received.

The applicable benefit subcomponents and resultant composite Benefit Factors determined for the various land use/zoning categories within this District are as shown in Table 2.

**TABLE 2: Benefit Factors by Land Use** 

Land Use/Zoning	Public Safety (max. 0.4)	Aesthetics (max. 0.6)	Composite Benefit Factor (max. 1.0)
Residential – Single Family (detached)	0.4	0.6	1.0
Residential – Condominium	0.4	0.6	1.0
Residential – Duplex	0.4	0.6	1.0
Residential – Multi-Family & Apartment	0.4	0.6	1.0
Church & House of Worship	0.4	0.6	1.0
Commercial – Office & Retail	0.4	0.6	1.0
Educational – Primary & Secondary	0.4	0.6	1.0
Fire/Police Station	0.4	0.6	1.0
Industrial & Institutional	0.4	0.6	1.0
Library	0.4	0.6	1.0
Open Space (designated)	0.4	0.0	0.4
Park – Developed	0.4	0.0	0.4
Street/Roadway	0.4	0.0	0.4
Undevelopable	0.4	0.0	0.4
Utility Facility	0.4	0.0	0.4

*Public Safety*. All land uses are considered to receive the maximum available benefit from the public safety element of District improvements (street lighting and landscape improvements). Public safety is essential to all land uses, and even to lands, such as designated Open Space, held in stewardship with only incidental human use.

Aesthetics. The degree of benefit received from the aesthetic qualities of District improvements (street lighting and landscape improvements) varies among land use categories. Due to the highly urbanized character of this District, residential land uses are closely interspersed with commercial, institutional, and industrial land uses. All share a common urban environment, and accordingly, all receive comparable benefit from the aesthetic elements of District improvements.

Lands in the Open Space, Parks, Streets, Undevelopable, and

> Utility Facility categories are considered to receive no significant benefit from the aesthetic elements of District improvements, as enhanced aesthetic quality of other lands in their vicinity does not affect their function, use, or value.

### **Equivalent Benefit Units (EBUs)**

As described above, the number of Equivalent Benefit Units (EBUs) attributable to each parcel in the District has been calculated, based on the preceding factors, as follows:

EBUs = (Acres or Units) x Land Use Factor x Benefit Factor

The EBUs calculated for each property, based on the above formula, are provided in the Assessment Roll (Exhibit C).

# **Summary Results**

The District Boundary is presented in Exhibit A.

An estimate of the costs of the improvements provided by the District is included as Exhibit B to this report.

The assessment methodology utilized is as described in the text of this report. Based on this methodology, the EBUs and Fiscal Year 2009 District assessment for each parcel were calculated and are shown in the Assessment Roll (Exhibit C).

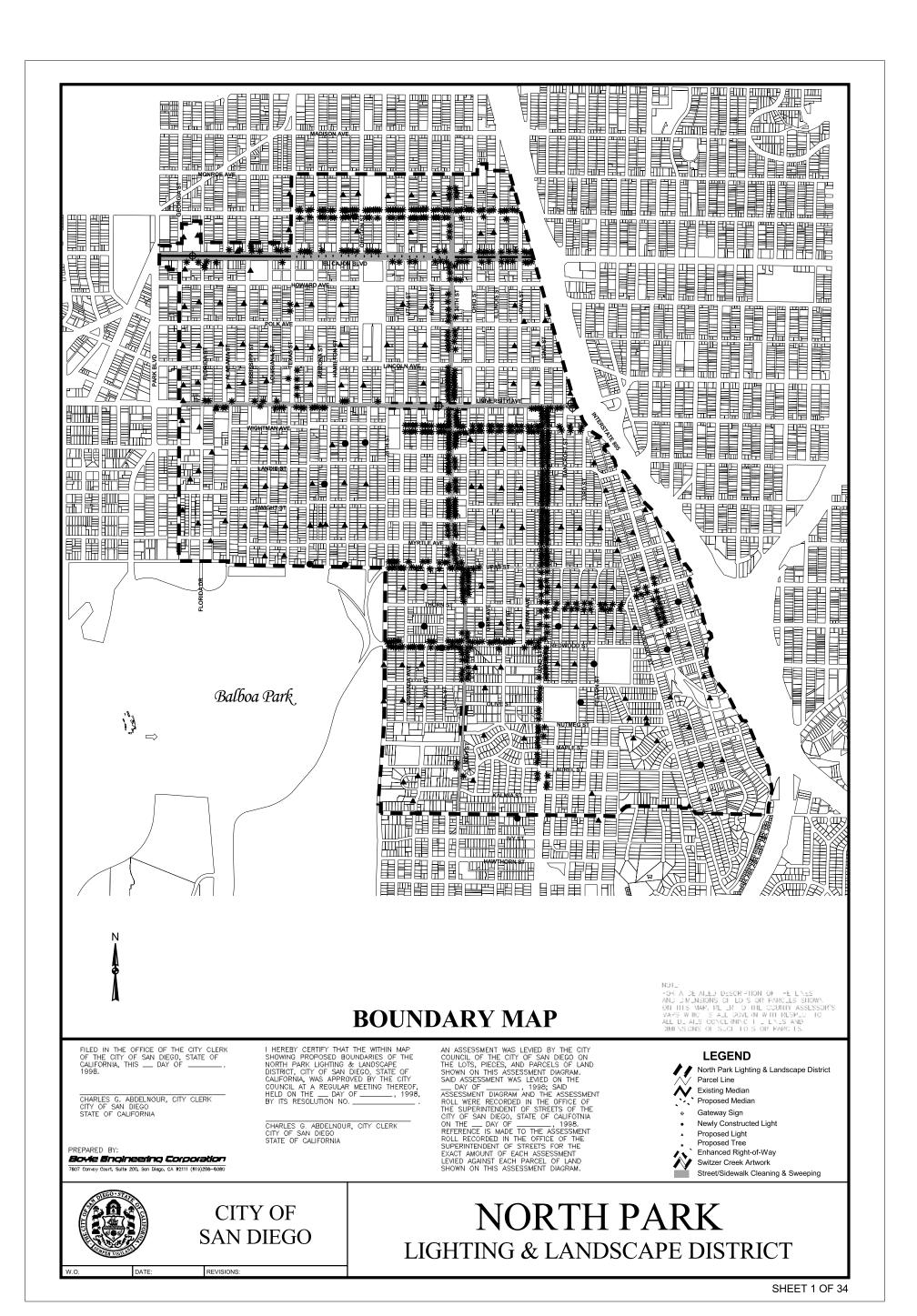
Each lot or parcel of land within the District has been identified by unique County Assessor's Parcel Number on the Assessment Roll and the Boundary Map and Assessment Diagram referenced herein. The net assessment for each parcel for Fiscal Year 2009 can be found on the Assessment Roll.

This report has been prepared and respectfully submitted by:

Eugene F. Shank, PE C 527

I,, as CITY OF SAN DIEGO, CALIFORNIA, do hereby certify Roll, together with the Assessment Diagram, both or in my office on the day of	that the Assessment as shown on the Assessment f which are incorporated into this report, were filed
	Elizabeth Maland, CITY CLERK CITY OF SAN DIEGO STATE OF CALIFORNIA
I,, as CITY OF SAN DIEGO, CALIFORNIA, do hereby certify Assessment Diagram incorporated into this report, v COUNCIL of said City on the day of	that the foregoing Assessment, together with the vas approved and confirmed by the CITY
	Elizabeth Maland, CITY CLERK CITY OF SAN DIEGO STATE OF CALIFORNIA
I,, as CITY COUNTY OF SAN DIEGO, CALIFORNIA, do her with the Assessment Diagram was recorded in my o 2008.	reby certify that the foregoing Assessment, together
	Afshin Oskoui, CITY ENGINEER CITY OF SAN DIEGO STATE OF CALIFORNIA

# **EXHIBIT A**



# **EXHIBIT B**

# **EXHIBIT B - Estimated Annual Expenses, Revenues & Reserves**

North Park - Fund 70249

	FY 2007 BUDGET		FY 2008 BUDGET		FY 2009 BUDGET	
BALANCE FROM PRIOR YEAR	\$	473,554	\$	482,865	\$	658,577
REVENUE						
Assessments	\$	331,110	\$	333,560	\$	333,734
Interest	\$ \$ \$ \$ \$ \$	13,000	\$	15,500	\$	15,000
Environmental Growth Fund	\$	-	\$	-	\$	-
Gas Tax Fund	\$	18,134	\$ \$ \$	20,221	\$ \$ \$	19,954
General Fund	\$	-	\$	-	\$	-
Miscellaneous	\$	-	\$	-		-
TOTAL REVENUE	\$	362,244	\$	369,281	\$	368,688
TOTAL BALANCE AND REVENUE	\$	835,798	\$	852,146	\$	1,027,265
EXPENSE						
CAPITAL IMPROVEMENTS PROGRAM	\$	5,000	\$	5,000	\$	5,000
OPERATING EXPENSE						
Personnel	\$	36,548	\$	38,309	\$	39,268
Contractual	\$ \$ \$ <u>\$</u>	198,786	\$ \$	200,305	\$ \$	511,240
Incidental	\$	111,272	\$	48,170		90,462
Utilities	\$	52,514	\$	49,231	\$ \$	42,012
TOTAL OPERATING EXPENSE	\$	399,120	\$	336,015	\$	682,982
TOTAL EXPENSES	\$	404,120	\$	341,015	\$	687,982
RESERVE						
Contingency Reserve	\$	392,229	\$	511,072	\$	339,283
TOTAL RESERVE	\$	392,229	\$	511,072	\$	339,283
BALANCE	\$	39,449	\$	59	\$	0
TOTAL EXPENSE, RESERVE AND BALANCE	\$	835,798	\$	852,146	\$	1,027,265

# **EXHIBIT C**

Due to the size of the Assessment Roll (Exhibit C), only limited copies are available. Please contact the City of San Diego, Park & Recreation Department, Open Space Division, Maintenance Assessment Districts Program at (619) 685-1350 to review the Assessment Roll.